

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

Karnataka Regional Branch, Bengaluru

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Virtual Newsletter ವಿಧ್ವುನ್ಮಾನ ಸುದ್ದಿಪತ್ರ

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Views expressed by the contributors are personal and do not represent the views or position of the Editorial Board or the Executive Committee of the Branch. Chief Editor



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A Note from the Chief Editor



S. Ramanathan, IAS (Retd.) Chairman Indian Institute of Public Administration Karnataka Regional Branch, Bengaluru

I am happy to place before our readers the **February 2022** issue of our *Virtual Newsletter*. This is our **19th Issue**, since we began this initiative.

The *Lead Article*, this time, is by **Dr. Gurucharan Gollerkeri** who expresses his view on the proposal of the Government of India to amend the rules regarding central deputation of All-India Service officers. It appeared as the Lead Article in *Deccan Herald* on 27th January 2022.

Our Branch was privileged to have the IIPA, New Delhi host an important webinar last month on the Public Affairs Centre's flagship document, '*Public Affairs Index-2021 – Governance in the States of India'*. The event was very ably mentored by Dr. Annapoorna Ravichander of the PAC. We are grateful to the Director-General of IIPA, Mr. S.N. Tripathi for moderating the programme, and the IIPA Faculty Advisor to our Branch, Dr. Sapna Chadah for coordinating the event. A report of the programme, as well as a video link, are given here.

Regarding *Civic Matters*, we carry the heart-warming report that civic workers in Bengaluru will soon get Resting Rooms.

In our section on *Unusual Hobbies*, we carry a video recording titled, *The Joys of Scratchbuilding*, which features **Mr. T.R. Raghunandan**, IAS (Retd.), a "*Classic Car & Railway Enthusiast*" talk about the vanishing and precious art of Model Making. It is based on a talk given by him at **Bangalore International Centre** recently.

In our *Book Review* section, we reproduce a review done by Smt. Uma Mahadevan, IAS of Rajni Sekhri Sibal's book, *Women of Influence: Ten Extraordinary IAS Careers*.

In our *Food for Thought* section, in remembrance of the Father of our Nation, we remind readers of the thought-provoking *Gandhian Talisman*. Our *Feedback* section carries a few letters written to us by readers, whose views and comments are appreciated.

I wish to add a disclaimer here that the views expressed by the contributors in this issue are personal and *do not represent the views or position of the Editorial Board or the Executive Committee of the Branch.*

Do write in, with your responses, views and ideas for improvement of the Newsletter.

Lead Article

Between Scylla and Charybdis



Gurucharan Gollerkeri, IAS (Retd.)

Source: Deccan Herald dt. January 27, 2022

The Union Government proposes to amend the rules for the deputation of cadre officers of the All-India Services (AIS) to the Centre. This has evoked strident protestations from some Chief Ministers, expectedly of the Opposition-ruled states, alleging that the amendments proposed are against the '*spirit of cooperative federalism*'.

So, what exactly does the Centre propose to do? The changes proposed to the Rules are as follows: If the state government delays posting a cadre officer to the Centre and does not give effect to the Union Government's decision within the specified time, "the officer shall stand relieved from cadre from the date as may be specified by the central government"; the Centre will decide the number of officers to be deputed to the central government in consultation with the state and the latter should make available such number of officers. Current deputation rules already require the states to depute the All-India Service (AIS) officers to the central government offices not exceeding 40% of the total cadre strength; in case of any disagreement between the Centre and the State, the matter shall be decided by the central government and the State shall give effect to the decision of the Centre "within a specified time"; in specific situations where services of cadre officers are required by the central government in 'public interest', the State shall give effect to its decisions within a specified time. Incidentally, remember that the central government is the cadre-controlling authority for AIS officers.

If the AIS (IAS, IPS, and IFoS) are to remain what they are intended to be — a strong and effective bridge between the Centre and the States in our federal polity — they must be kept above party, or indeed petty, politics. The Union Government, the appointing authority of the AIS, should also be responsible for the functioning and conduct of AIS officers, as also the prevention of their undue harassment, regardless of whether an officer is serving at the Centre or in the states. On first principles, the appointing authority must also have the right to draw on the services of the officers, and should not have to wait for the consent of the officer or the state cadre on which s/he is borne.

The AIS represent a unique feature of our federal polity, especially because the India Constitution, though federal in form, is unitary in substance. The legislative, financial and

administrative powers vested in the Centre leave little doubt that the Union has been assigned not just more decisive, but even overriding, powers over the states.

The AIS scheme is part of this general policy of making the Centre strong in the overall constitutional arrangements. The self-righteous expression of outrage by some Chief Ministers is woefully out of place; made worse by quoting Sardar Patel completely out of context.

As a matter of fact, it is in some of these very states that AIS officers are perceived as polarised along party lines, with government-wide transfers routinely carried out, each time the transfer of power from one party to another takes place.

The stand taken by states like West Bengal and Tamil Nadu are neither new nor surprising. They had expressed similar views in their submissions to the Sarkaria Commission on Centre-State Relations in 1985; and the Sarkaria Commission, like the States Reorganisation Commission before it, dismissed their submissions.

It is not without reason that Sardar Patel championed the cause of the AIS. In October 1946, he sought the consent of the premiers of the provinces to the AIS scheme; and all the premiers agreed, barring two provinces — Punjab and Bengal — which withheld consent. The crucial question was of ultimate control over the proposed service. Patel argued that provincial control would expose the service to undesirable influences. The underlying assumption was, and events in the last 75 years have demonstrated, that the States are less immune to undesirable influences than the Centre.

This must not be seen in a pejorative or derisive sense, but as a reflection of the often local, disparate, parochial, and political-economy interests that State politics represent, leading to a greater propensity to treat the civil servant as the handmaiden of politics.

To paraphrase the Sardar, '*This Constitution is meant to be worked by a ring of service which will keep the country intact. We have in our collective wisdom come to a decision that we shall have this model wherein the ring of service will be such that will keep the country under control.*' But for the AIS, there would have been no need for Part XIV of the Constitution dealing with services under the Union and the States.

Let us look at what happens in practice: Several States, notably, all the States south of the Vindhyas and those in the North-East, remain exceptionally under-represented in the Government of India. Indeed, when some Chief Ministers visit New Delhi, they can barely count a handful of officers from their States at the Centre.

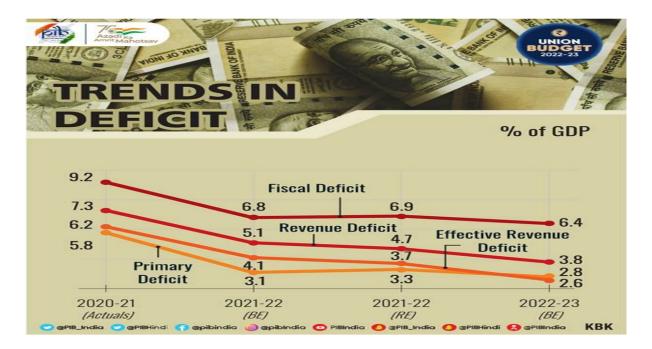
On the other hand, to borrow Ashish Bose's evocative description, the 'BIMARU' States are over-represented at the Centre — crawling out of the woodwork, if you will.

This has longer-term implications for pan-India governance, both in emphasis and nuance. It is creating within the AIS two classes of officers: those who serve in the Government of India, and move back and forth between the Centre and the State; and those that choose to spend their entire careers in the States, blurring the distinction between what is an AIS and what would otherwise be a provincial service. The Centre's proposal resolves these issues, compelling States to meet their Central Deputation Reserve obligations, without affecting their own requirement of officers, and ensures a more even geographic representation at the Centre.

This is a modern-day parable, if ever there was one: some States wanting to reduce the AIS to a glorified provincial service; and the appointing authority being chided that it cannot post the officers where it needs them; and the officers, stuck between Scylla and Charybdis.

Link: <u>https://www.deccanherald.com/amp/opinion/comment/between-scylla-and-charybdis-1074984.html</u>





Activities of the Branch



INDIAN INSTITUTE OF PUBLIC ADMINISTRATION Karnataka Regional Branch PUBLIC AFFAIRS CENTRE Concellus le gase personentes

Public Affairs Index – 2021 Governance in the States of India

Co-host a Webinar

Tuesday, January 18, 2022 / (3.00 to 4.30 p.m.)

	Time	Description	Owner
3	.00 to 3.10	Welcome and Opening Remarks	Sri. S. Ramanathan , IAS (Retd.) Chairman, Indian Institute of Public Administration, Karnataka Regional Branch, Bengaluru
3	.10 to 3.20	Opening Remarks and Setting the Context	Sri Surendra Nath Tripathi, IAS (Retd.) Director General , IIPA- New Delhi
3	.20 to 3.30	Presentation on PAI 2021	Anjana Kizhpadathil Programme Officer, Public Affairs Centre
3	.30 to 4.00	Panel Discussion Moderator - Sri Surendra Nath Tripathi	 Panelists - (10 minutes for each member) Dr Shalini Rajneesh, IAS Additional Chief Secretary Planning Department, GoK Dr. Supriya Roy Chowdhury, Former Professor, Centre for Political Institutions, Governance and Development (CPIGD), ISEC, Bengaluru Sri. K. Jairaj, IAS (Retd.) Former Additional Chief Secretary (GOK)
4	.00 to 4.10	Q & A	Moderated by Sri Surendra Nath Tripathi
4	.10 to 4.20	Concluding Remarks	Sri Surendra Nath Tripathi, IAS (Retd.) Director General, IIPA
4	.20 to 4.30	Vote of Thanks	Dr. Annapoorna Ravichander Head-Policy Engagement and Communication
Coordinated by: Dr. Sapna Chadah, Faculty Advisor to IIPA-KRB Emcee: Dr. Annapoorna Ravichander, Head-Policy Engagement and Communication, PAC			

Webinar Report

PUBLIC AFFAIRS INDEX-2021

Governance in the States of India

The Karnataka Regional Branch of the Indian Institute of Public Administration, with the active support and collaboration of the IIPA, New Delhi and Public Affairs Centre, Bengaluru, organized a webinar on 18th January 2022 on *Public Affairs Index-2021:* Governance in the States of India'.

In his Opening Remarks, **Mr. S. Ramanathan**, IAS (Retd.), Chairman, IIPA-KRB congratulated PAC on the publication of PAI-2021 and lauded its efforts at developing the Index.

Shri. S. N. Tripathi, IAS (Retd.), Director-General of IIPA emphasised the unfaltering, universal application of 'good governance'. "*Governance in all spheres must be good, not only once, not only for a day and not only for a sector, but all the time, for all the sectors*". He mentioned that Government servants, from national-level to local-level must unfailingly pursue and plan for 'public welfare'.

Ms. Anjana Kizhpadathil, Programme Officer, Public Affairs Centre presented the methodology and findings of the report. PAI-2021 employed a 4-tiered model comprising 43 indicators at the base, mapped to 14 United Nations Sustainable Development Goals, 5 different themes and 3 overarching pillars. These themes were-*Voice and Accountability, Government Effectiveness, Rule of Law, Regulatory Quality, and Control of Corruption.* These themes constituted the 3 Pillars of *Equity, Growth and Sustainability*. These 3 Pillars were then finally mapped on to a final composite score which was used to rank all the states, she said.

The first panellist, **Dr. Shalini Rajneesh**, IAS, Additional Chief Secretary, Planning Department, Government of Karnataka pointed out that inputs such as ones made by PAC and its reports help in identifying problems such as poor social safety coverage and discrepancies in actual receipt of intended benefits. This identification provides grounds for concrete recommendations that make Government programmes more transparent.

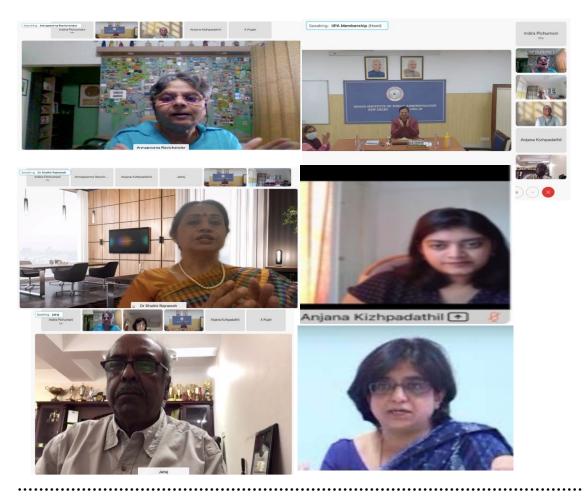
The second panellist was **Dr. Supriya Roychowdhury**, former Professor, Centre for Political Institutions, Governance and Development (CPIGD), ISEC, Bengaluru. She found the PAI's findings on Karnataka's relatively poor performance in Equity to resonate with conventional wisdom that points towards a contradictory, good performance of the state in economic growth but poor performance in human development indicators.

The final panellist was **Mr. K. Jairaj** (IAS), Additional Chief Secretary (Retd.) Government of Karnataka, Bangalore. He commended PAI-2021. In his words, "*The report shows how governance and service delivery may be improved. It also makes us looks at the relative performance of states with qualitative and quantitative research methods"*

In his concluding remarks, **Mr. S.N. Tripathi** recommended that PAC reconcile with other Indices and partner with other organisations like DARPG to identify similarities/dissimilarities in indicators and develop a mutually agreeable composite Index. This would mitigate the scope for controversy and dissatisfaction with rankings. Additionally, it would enhance the acceptability and credibility of the findings of the analysis.

Dr. Annapoorna Ravichander, Head, Policy Engagement and Communication at PAC thanked all of the distinguished panellists for their valuable contributions. She emphasised PAC's commitment to data analytics and its belief in action research to deliver results on the ground, rather than on paper.

Link for the video - https://youtu.be/fH8l-wFTi-M



Media Coverage Deccan Herald dt. 19th January 2022

PAC to work with IIPA to streamline public affairs index

BENGALURU, DHNS: The Public Affairs Centre (PAC) will work with the Indian Institute of Public Administration (IIPA) on various matters, including the streamlining of the public affairs index (PAI), its annual report on assessment of performance of states.

This was announced at a webinar organised by IIPA's Karnataka branch, where experts and officials looked into the takeaways of PAI 2021.

Surendra Nath Tripathi, director general of IIPA, New Delhi, said governance needs to catch up with the reality of a highly digitalised society where information travels at the speed of light. '



"The days when 1,000 days of planning was done to chart out 100 days of programme for the Mahatma Gandhi Rural Employment Guarantee Scheme beneficiaries is over. Decisions have to match the speed of the thought and implementation has to meet the speed of life," he said. Supriya Roy Chowdhary,

Supriya Roy Chowdhary, visiting professor at the National Institute of Advanced Studies (NIAS), said the idea of development should include development of individuals rather than focusing on economic growth.

"Karnataka, for example, is doing well in terms of economic development, but has not fared well in human development index. The pitfalls of pursuing economic growth oriented policies have been very clear as indicated by the Nanjudappa committee report on north Karnataka," she said.

Retired IAS officer and panelist K Jairaj suggested that PAC should hold consultative meeting with state governments to ensure PAIs prompt better action in public domain and helps system correct irrational policies.

Annapurna Ravichander of PAC said the organisation will incorporate the suggestions and work with IIPA and other stakeholders to make the PAIs comprehensive and arrive at implementable suggestions.



Bengaluru – Civic Matters

Bengaluru's Civic Workers to get Resting Rooms (and Dignity)

Source: Deccan Herald, Bengaluru dt. 24th January 2022



Municipal workers who keep our streets clean will soon get a designated space in each ward where they can use the toilet, have food and rest after hours of hard work. Called **Suvidha Cabin**, each resting room will be made with corrugated iron and will have two toilets, changing rooms, drinking water dispensers and lockers. The BBMP has received the state government's approval to construct 221 of them in six months' time at a cost of Rs 18.31 crore.

The lack of such resting rooms had forced municipal workers to eat food in the open — mostly on dirty roadsides under public glare — during the lunch break. The lack of dedicated toilets and drinking water dispensers was an equally big problem. While street sweepers could use public toilets, not all wards have them.

The problem was particularly acute for women *pourakarmikas*, who make up about 70 per cent of the 18,000-odd sanitation workers in the city, said Sarfaraz Khan, Joint Commissioner (Solid Waste Management), BBMP.

"It's a long-pending demand of sanitation workers. We hope they can change clothes and have meals at these places without worrying about people watching them," he said.

Bengaluru's first Suvidha Cabin was opened in the Malleswaram Assembly constituency on a trial basis. The BBMP is to open more in a phased manner.

Read more at: <u>https://www.deccanherald.com/city/top-bengaluru-stories/bengalurus-civic-workers-to-get-resting-rooms-and-dignity-1073968.html</u>

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Unusual Hobbies

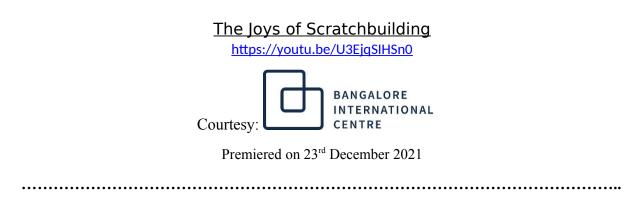
The Joys of Scratchbuilding Model Making, a Vanishing and Precious Art

> **T.R. Raghunandan**, IAS (Retd.) Classic Car & Railway Enthusiast



T.R. Raghunandan's pursuit of scratchbuilding has become an all-consuming, monumental passion.

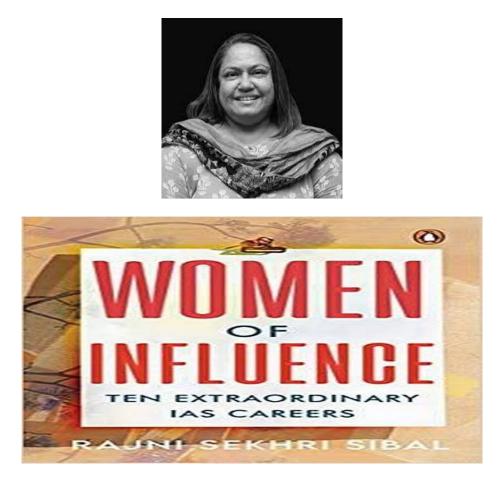
https://bangaloreinternationalcentre.org/video/the-joys-of-scratchbuilding/



Book Review

Source: The Hindu, January 08, 2022

Uma Mahadevan Dasgupta, IAS



Women of Influence: Ten Extraordinary IAS Careers Rajni Sekhri Sibal Penguin India, ₹350

Public service continues to offer unique opportunities to drive social change despite challenges like caste and patriarchal mindsets. The stories of some women civil servants show the way.

In 1948, **C.B. Muthamma** was the first woman to join the Indian Foreign Service. Three years later, **Anna George** was the first woman to join the Indian Administrative Service. Both women had to sign undertakings that they would quit if they chose to marry; but no such conditions were imposed on male officers.

Years later, when Muthamma was passed over for a promotion as Ambassador, she challenged the discriminatory rule in the Supreme Court. She won in a landmark judgment.

The order began by wondering "whether Articles 14 and 16 belong to myth or reality." The last line was equally unforgettable: "We dismiss the petition, but not the problem."

When **Anna George** was posted as Sub-Collector to Hosur, she made history by bringing electricity to the border subdivision. She was also making history as a woman in a position of authority. Other women came to look at the rare sight. "*She looks just like us*," said an old woman sceptically.

The sexist service rule ensured that George would not marry her batchmate R.N. Malhotra until much later. Nevertheless, when Malhotra was appointed RBI Governor, entailing their move to Bombay, the government posted George to set up a modern port at Nhava Sheva. This was no "trailing spouse" appointment: in 1989, after setting up the port, George was awarded the **Padma Bhushan**. These women, and others after them, blazed powerful trails.

In *Women of Influence*, retired civil servant **Rajni Sekhri Sibal** describes the career trajectories of some of the women who followed.

The first narrative is about **Otima Bordia**, first woman Collector in Rajasthan. Otima was posted to the border district of Bikaner in 1965. Her batchmate and husband **Anil Bordia** was posted as Additional Director, Education. Typically — because no one hesitates to make a sexist statement out loud — everyone wanted to know: how could a woman be given a Collectorship before her husband?

Intrigued by the idea of a woman as Collector, Rajasthani women in *ghoonghats* (veils) walked across the sands to meet her. "*We heard there was a woman Collector Sa in Bikaner, and came to see her for ourselves.*"

It was a challenging tenure. Anil supervised the digging of trenches as air raid shelters at home while Otima was out on patrols. When war broke out, and the Food Corporation of India godown manager fled with the keys, Otima literally broke the lock of the godown to distribute foodgrains and prevent hunger in the district.

Sibal writes about others who found ways to reach out to the marginalised who had hitherto been invisible to policy. Anuradha Gupta addressed the problem of exclusion by turning the focus of the polio immunisation campaign to children who had not been covered. **B.** Bhamathi issued a key advisory for cases of trafficked women and children from other countries who had been languishing in Indian jails for years.

The most remarkable story Sibal tells is of **Anita Kaul**, a very unusual IAS officer. "Anita did not quite fit the idea of an archetypal bureaucrat. She was passionate about reforms, change and education. 'Almost like an activist,' a colleague had once sneered. To Anita, that was a beautiful compliment."

Anita was deeply involved in the design and implementation of many pathbreaking reforms: the total literacy campaigns, which regarded literacy as the people's right, and brought civil society organisations and mass movements to partner with the state; the grassroots women's empowerment work of *Mahila Samakhya*; the joyful, child-centred and world class pedagogy of *Nali Kali*; and the Right to Education Act 2009, which for the first time made free and compulsory education a justiciable right of the Indian child.

It seems incredible that one person could impact so many lives — but Anita was relentless in her efforts to bring change. "Within the bureaucracy, Anita Kaul was known to possess the traits of an activist, and amongst the stakeholders and people at large, she was the medium through whom their issues would be heard and understood in the government circles. Once she decided to get something done, she would never give up."

Anita Kaul believed that education was the key to achieving social justice and deepening democracy. She also believed that education had to face up to the reality of caste, gender and other disparities: "There is a complex caste-based exclusion we need to address in policymaking. We need to address the failure of the universalisation of primary education along with the complex socio-economic issues and the issue of systematic discrimination in which such failure is grounded."

Despite many challenges, public service continues to offer unique opportunities to drive social change. **Rajni Sibal** herself topped the civil service examination in 1986 and worked as Secretary to the Government of India. Her book reminds us that while women civil servants have contributed in extraordinary ways to nation-building and development, women in general are under-represented in the civil service, particularly at senior levels. This matters because the Civil Service must represent, understand and respond to the concerns of all those whom it serves.

Feedback

Dear Sir,

The lead articles are highly educative. Deficiencies highlighted are unfortunately common part of Indian life. The fact however remains that people are far, far better off now than in 1947. Dr Ravindra rightly talks of "slips" in development in Karnataka. They are elsewhere too. But the manifold growth of the state is well-admired. True, peace reigned supreme in Karnataka once but the din created made multitude of people happier with decent living as compensating factor in the newly emerged, flourishing cosmopolitanism.

The paper on being a good administrator brings out how a true "manager" of men and material resources should have humility, born out of virtues, such as being open minded, patient listener and quiet doer, able to place himself in place of the needy, intellectually sound, physically active, and active participant, making best use of his senses and sensibilities.

Madam Brown's saying that never to think of new normal is the right advice. In this transient world of diversity of wider and deeper dimensions and ramifications, nothing is normal or even new normal. "Normal" is an ever floating, elusive concept. We lead life as it comes, lest life is misery.

Dr. K. U. Mada

Dear Sir,

Thank you very much for sending the two useful and relevant recent publications of the Indian Institute of Public Administration, Karnataka Regional Branch. They are a veritable treasure trove of recent trends and analysis of developments in Public Administration in India.

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M. Gopalakrishna, IAS (Retd.)

Dear Sir,

I congratulate you and the IIPA-KRB team on publishing the virtual newsletter (January 2022). I must admit that the topics presented and dwelt upon were engaging as well as the most pressing issues of today. Certainly, the quote by BB at the end makes us rethink our views.

Dr. K.C. Smitha

Asst. Professor, Centre for Research in Social Sciences and Education, Jain (Deemed-to-be) University, Bengaluru

Applications are Invited for Prime Minister's

Awards for Excellence in Public Administration, 2021



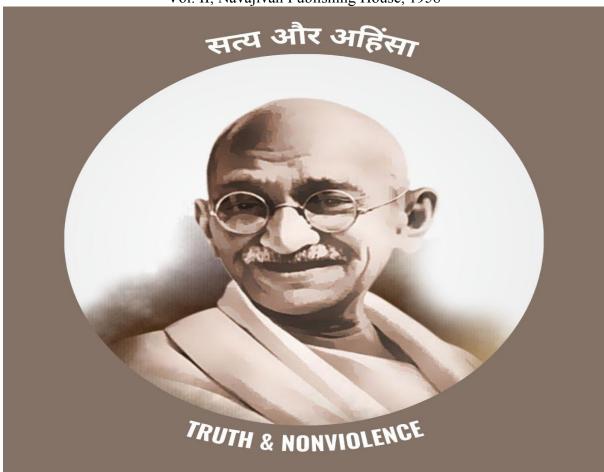
Food for Thought

Gandhi's Talisman

"I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him [her]. Will he [she] gain anything by it? Will it restore him [her] to a control over his [her] own life and destiny? In other words, will it lead to swaraj [freedom] for the hungry and spiritually starving millions?

Then you will find your doubts and yourself melt away."

(One of the last notes left behind by Gandhi in 1948, expressing his deepest social thought.)



Source: Pyarelal, *Mahatma Gandhi - The Last Phase*, Vol. II, Navajivan Publishing House, 1958

Lighting at Vidhana Soudha on occasion of Republic Day 2022 https://www.youtube.com > watch



IIPA-KRB Virtual Newsletter

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Feedback/Contributions/Ideas/Book Reviews/Report Summaries may kindly be mailed to: <u>iipakrb.bangalore@gmail.com</u> with a copy to <u>jeeves0607@yahoo.com</u>